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LAND USE ELEMENT

NAPA COUNTY
GENERAL PLAN

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LAND USE ELEMENT

Napa County General Plan

As Amended December 1975

County planning
Land Util.

Napa Co
" "

If you have any questions or desire additional information,
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Napa County Conservation, Development and Planning Commission.

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I. INTRODUCTION

A. PREFACE

Good Planning practice and State law both recognize the necessity of including a guide for land development in each county's plan for the future. The Land Use Element of the Napa County General Plan depicts the development pattern and distribution of activities that will best meet the County's needs to the year 2000. The Plan covers a time period of 25 years and presents a picture of the physical environment of today's citizens, as well as that of future generations. The Plan incorporates preferences identified by the public in their response to the County's Summary General Plan Report. The Summary General Plan Report was mailed to all voters in Napa County in 1974. Of the more than 5,000 persons who responded, a large majority indicated a growth preference, retention of the unique quality of living that currently exists in Napa County, and the maintenance of the present open space, agricultural character of the County. A large majority of those responding supported the preceding concepts even if the expenditure of public funds were required for their achievement. Had Napa County been one of the State's first prime agricultural areas to face urbanization, the response might have been different. The Los Angeles area in the 1950's and Santa Clara County in the 1960's accepted urbanization as the highest and best use of their land. The decision eventually destroyed their agricultural capabilities. However, in view of the social and environmental consequences of rapid conversion of rural land to urban uses in California, the public in general and Napa County in particular have re-examined their attitudes about urbanization. Local concern about the unique natural setting and physical, social and economic impacts of urban sprawl on a environment has crystalized during the past decade, and numerous decisions reflecting that concern have laid the groundwork for the Land Use Element of the General Plan. The adopted Element includes the results of the following studies and programs completed over the past several years.

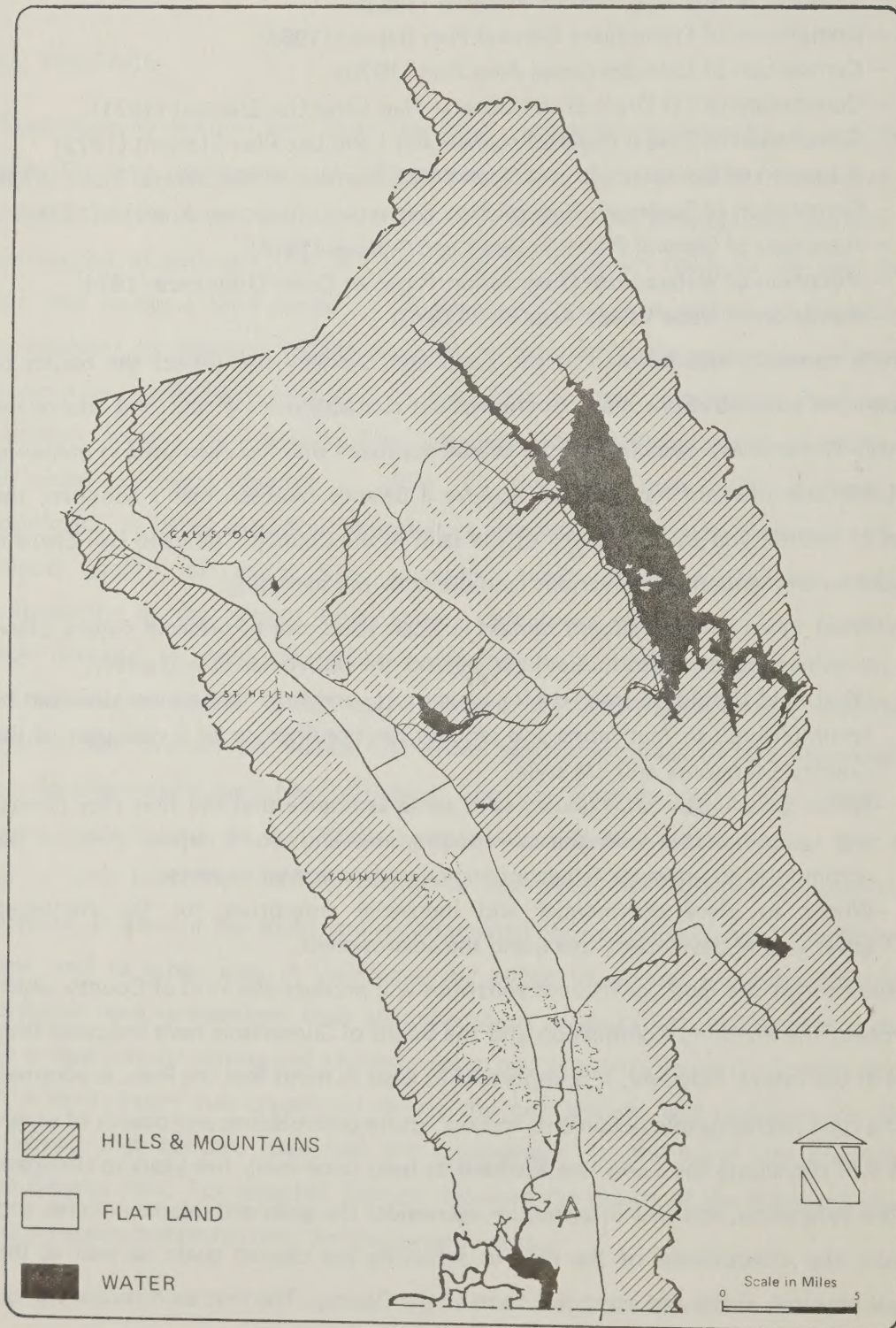
- Completion of Land Use Sketch Plan (1968)
- Creation of the Agricultural Preserve (1968)
- Completion of Preliminary General Plan Report (1968)
- Completion of Lake Berryessa Area Plan (1970)
- Completion of 1st Draft of the General Plan Land Use Element (1971)
- Completion of Public Review Program and Land Use Plan Element (1972)
- Adoption of Conservation and Open Space Element of the General Plan (1973)
- Completion of Summary General Plan Report and Response Analysis (1974)
- Adoption of General Planning Goals and Policies (1974)
- Adoption of Watercourse Obstruction/Riparian Cover Ordinance (1974)
- Adoption of Napa Valley Area Plan (1974)

Planning concepts incorporated in the Land Use Element also reflect the results of comparative considerations made of the natural characteristics of the land area of the County. The primary objective of the overall approach that has been used in preparing the Land Use Element has been to achieve a balance between man's activities, the forces of nature, and the capability of the land in the County. The Land Use Element includes recommendations on various land use activities including:

- What types of land should remain in open space use to preserve nature, allow continued resource production, and protect the public health and safety.
- What land should be reserved for agriculture, and how that preservation can be accomplished, so that farms and ranches can continue to be a vital part of the County's economy and life style.
- Where people can build houses with some assurance that the sites they choose will be compatible with the surrounding area and won't expose them or the community to unwarranted economic or environmental impacts.
- Where to place commercial and industrial enterprises for the combined advantage of developers, users, and the environment.

Achievement of the land use recommendations will produce the kind of County which the voters, the Planning Commission and the Board of Supervisors have indicated they desire in the future. However, it is important to keep in mind that the Plan, as adopted, is not a rigid unchangeable document. Indeed, future commissions and boards of supervisors will reevaluate the Land Use Element at least once every five years to eliminate obsolete references, add new information, reconsider the goals and related policies, and consider the effectiveness of the Plan in achieving the desired goals, as well as the desired physical, social and economic form of the County. The first such review will be completed by September 30, 1980.

FIGURE 1
MAJOR PHYSICAL FEATURES OF NAPA COUNTY



B. HISTORICAL TRENDS IN POPULATION AND LAND USE

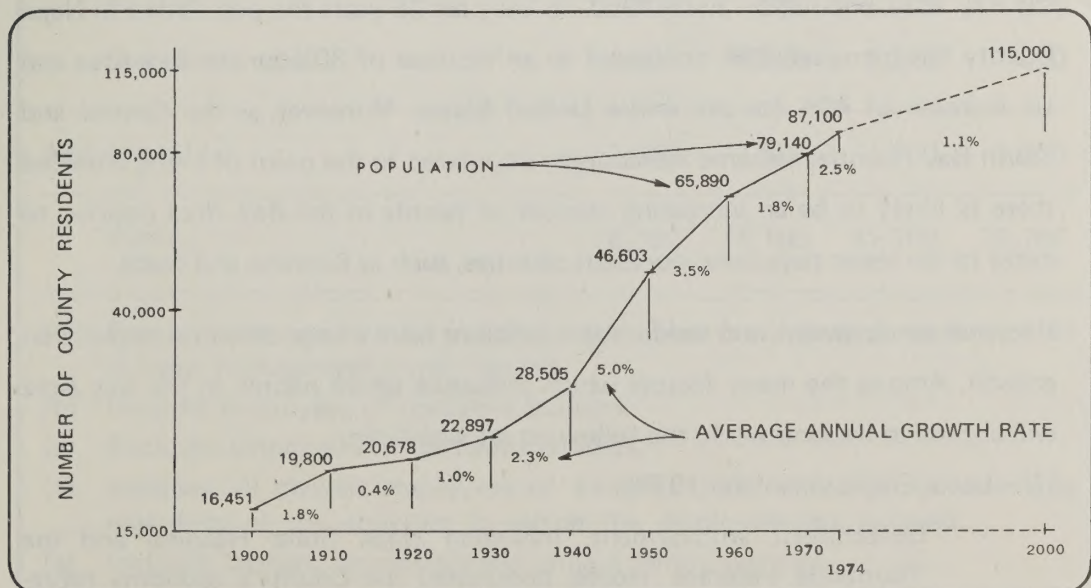
1) Population

Napa County's 513,000 acres of land and water consist mostly of mountain ridges and narrow valleys stretching across the County on a northerly-southerly axis. Scarcely one-third of the land in the County is level enough for conventional development, and only a little of the level land is located along the main east-west route connecting major population centers located outside of the County. Due largely to these reasons, Napa County still retains much of its rural character and agricultural productivity.

Napa County's earliest residents were Indians who lived as hunters and gatherers, depending on wildlife and native plants for food. The Indian population is not believed to have ever exceeded 5,000 persons. By 1900, Mexican and American settlers moving into the Napa Valley increased the population to 16,000 persons. Agriculture, plus a small amount of industry, were the main means of support. The continuing increase in the County's population through 1974 is shown on Figure 2; along with a population forecast for the year 2000.

FIGURE 2

NAPA COUNTY POPULATION & FORECAST GROWTH RATE (1900 - 2000)



Local population growth is affected by a number of related factors which can be grouped under three primary headings:

- a) Natural increase
- b) National-regional population migrations
- c) Regional employment and residential conditions

a) Natural increase is the figure obtained from comparing the number of births and deaths in a given population over a given period of time. The natural increase figure for Napa County is not useful in predicting population changes due to the influence of the Napa State Hospital, the Veterans' Home, and the large number of nursing homes. However, the population of the United States as a whole is growing at a rate of approximately 1% per year; and the nation is forecast to increase its population by approximately 50 million persons before stabilizing at 260 million persons around the year 2025. The National population increase will affect Napa County because people move about in search of better physical, social and economic climates; and one of the places people are moving to is Napa County.

b) National and regional migrations of people have impacted on Napa County and the Bay Area population since 1950. In the past 25 years the population in Napa County has increased 88% compared to an increase of 80% for the Bay Area and an increase of 40% for the entire United States. Moreover, as the Central and South Bay counties become increasingly populated to the point of being crowded there is likely to be an increasing number of people in the Bay Area desiring to move to the lesser populated northern counties, such as Sonoma and Napa.

c) Regional employment and residential conditions have a large effect on population growth. Among the many factors which influence where people in the Bay Area will choose to live and work, the following are significant.

(1) Local Employment (in 1973)

- Government employment, including Napa State Hospital and the Yountville Veterans' Home, dominated the County's economy representing 29% of the jobs in Napa County. Employment at Travis Air

FIGURE 3: EMPLOYMENT IN NAPA COUNTY 1960 - 1973

TYPE OF EMPLOYMENT	1960	1965	1970	1973
Nonagricultural Wage & Salary Workers (a)	13,700	16,500	20,500	23,500
Mineral Extraction	—	—	—	—
Construction (b)	800	800	900	1,200
Manufacturing	2,700	2,900	3,100	3,700
Durable Goods	1,300	1,600	1,500	1,700
Nondurable Goods	1,400	1,300	1,600	2,000
Food	500	500	700	900
Other	900	800	900	1,100
Trans., Comm., & Utilities (c)	900	1,200	1,200	1,200
Trade	2,500	3,100	3,800	4,400
Wholesale	200	200	200	400
Retail	2,300	2,900	3,600	4,000
Finance-Insur.-Real Estate	300	500	600	700
Services	2,400	3,000	4,400	5,100
Government (d)	4,100	5,000	6,500	7,200
Federal	100	200	200	200
State and Local	4,000	4,800	6,300	7,000
Agricultural (e)	2,000	1,600	1,600	1,600
TOTAL	15,700	18,100	22,100	25,100

(a) Employment reported by place of work. Does not include persons involved in labor-management trade disputes.

(b) Includes employees of operative builders.

(c) Excludes employees of operative builders.

(d) Includes all civilian employees of Federal, State, and local governments regardless of the activities in which the employees are engaged.

(e) Includes farmers, employees and unpaid family workers.

SOURCE: Employment Development Department

Force Base and Mare Island Naval Shipyard (both located in Solano County) also tended to dominate the out-of-county employment.

- Service employment makes up the second largest industry by providing 20% of local employment.
- Trade, both wholesale and retail, employed the third largest amount of the work force, approximately 18%. Retail trade has grown steadily with the increase in population and per capita income. Employment in wholesaling has been limited as a result of the proximity of warehousing activity in the San Francisco - Oakland areas.
- Manufacturing provided 15% of the local employment.
- Agriculture continued to be an important non-government industry segment of the local economy, though it provided only 6% of the local employment.
- Construction industries provided 5% of the local employment, as did the combination of transportation, communication and utilities.

(2) Local Employment Trends for the Future

- Agriculture will remain as a primary industry in the County. Napa Valley varietal grapes are likely to continue being highly valued for premium wines. The land area in grape production will also increase as the County's Agricultural Preserve (AP) and Agricultural, Watershed, Recreation (AWR) Zones enhance the prospect for successful long-term agricultural development.
- Government employment is expected to maintain its current position in the County's overall employment picture, with some limited expansion.
- Industry — New growth is forecast in the southern portion of the County as a result of new industrial development. A large portion of this area is zoned for industry; which in addition to being served by the airport, is also served by existing highway, rail, and water transportation connections. Water and sewer lines were extended into the area in the early 1970's and as a result the County's first industrial park is now under construction. Short-term and long-term growth in manufacturing is difficult to project. While there are many attractive features in the southern portion of the County and the prospects for industry, such as food processing, manufacturing and assembling locating there are good, the rate at which the anticipated growth will occur is dependent upon too many variables to forecast.

- Trade, services and finance, insurance and real estate will expand in relation to the County's population.
- Increased leisure time, earlier retirement and higher per capita income will ensure the continued growth of the County's tourist, recreation and retirement facilities.

Overall, the gains in employment in the local market sector and the increasingly self-sufficient character of the trade and services industries should lead to more diversity in employment and industry.

(3) Commuting

An examination of the commuting activities between Napa County and the balance of the Bay Area shows that while Napa County is located away from the main centers of activity, 30% of all employed Napa County residents in 1970 worked outside Napa County. One commuter in five (nearly 1,500) was willing to commute 60-80 miles each day in order to live in Napa County. Since 1950, improved highway access to the urbanized and industrialized Bay Area and adjacent North Bay counties has put Napa County within commuting distance of employment centers with a potential of 100,000 to 200,000 jobs. While the commuters and their families represent a large proportion of the County's total population of 87,100, they represent only a small portion of persons employed in Solano, Contra Costa, Alameda, Sonoma and Marin Counties. Therefore, even a small change in the total number of North Bay Area workers who might decide to move to Napa County could have a substantial impact on the local demand for housing and other population related land use activities.

- Transportation

Improvements in any form of transportation, including the soon to be completed Southern Crossing, would increase the number of persons commuting from homes in Napa County to jobs in other parts of the

region. Conversely, increases in fuel cost or recurrent fuel shortages increasing the cost of commuting would decrease the number of commuters in Napa County.

- Traffic congestion could reduce the number of willing commuters since congestion causes increased travel time, increased accidents, increased air pollution, urban design and land use problems.
- The current urban problems identified with large cities (i. e. crime, pollution and rundown areas) will continue to make suburban areas attractive in comparison to heavily urbanized areas.
- Inflation of the cost of living will be a significant factor in commuting decisions, costs of owning and operating a vehicle and the costs of owning or renting various types of housing.
- Local, State or federal policies which encourage or retard development by regulating the availability and cost of money, labor, land, building materials, and environmental protection measures, all affect the housing market. Local government can influence only some of these conditions.
- Land availability depends on planning, zoning, financing and other market influences. The number of possible home sites is shown in Figure 4.

FIGURE 4
POSSIBLE NEW HOMESITES IN UNINCORPORATED PORTION OF NAPA COUNTY

ASSUMPTIONS	POSSIBLE NUMBER OF HOMESITES (PARCELS)
No Subdivision	6,200 Existing Vacant Parcels*
Subdivision According to:	
20 Ac. Minimum	Approxjmatey 20,000 parcels*
10 Ac. Minimum	Approximately 40,000 parcels*
5 Ac. Minimum	Approximately 75,000 parcels*
* Many of these parcels would be unbuildable because of topography, soils conditions, or lack of water. Many would be unsaleable because of remoteness or inadequate demand.	
SOURCE: Conservation, Development and Planning Department, Napa County Assessor's Records (1974) (Computer Program PLA 010)	

- The physical attractiveness of Napa County appears to be one of the predominant reasons, along with the availability of housing within commuting distance of large job centers, why the number of commuters has continued to increase. At some point, amenities outweigh the expense and inconvenience of commuting. However, the relative attractiveness of an area could be a self defeating feature. If the attractiveness encourages people to move into the area in such numbers or at such a rate that its resources are overused; its air and water polluted; its farmland and rangeland covered with houses and shopping centers; its schools and highways crowded; and its social structure stretched to cope with the accelerated impact of urban changes; . . . the once attractive area no longer appears attractive and people no longer want to move there or live there. If Napa County wants to preserve the open agricultural character and stabilize urban growth at a desired level, the trade-off might have to be the provision of fewer utilities, facilities and services for housing, and highway improvements. Improved highways through pleasant areas attract people and can reduce environmental amenities. Attractive areas which for a period of time retain a level of insularity, rapidly lose their attractiveness when they opt for all the amenities of society.

Napa County is fortunate in that it has recognized the quality of its unique character before much of it has been lost. Other California counties that have undergone rapid growth and experienced a decline in the quality of their environment either did not recognize what changes they faced, or were unwilling or unable to cope with the rate of change. While there has been some decline in the environmental quality of Napa County, growth has occurred at a rate fast enough for the average citizen to see the changes it was creating, yet not so fast as to become uncontrollable. Plebiscites in the cities of Napa and St. Helena and the Napa County Summary General Plan questionnaire indicate that voters want public control over the rate of growth (and the consequent changes in land use) and believe that control is possible.

2) Land Use

An historical perspective of land use in Napa County is shown in Figures 5 and 6, which compare the major land uses of four dates in the past with two possible futures.

The Land Use Element as adopted recommends stabilization of urban development and proposed growth at an annual rate of approximately 1%. At that rate Napa County's growth would be comparable with the National population growth rate of the past several decades and the State and Regional population growth rate of the past several years. The reason for wanting this stabilization (which would result in the land use distribution in Column B, in Figure 6) are described in the Goals section on Page 13. The means of accomplishing these goals are listed in the Land Use Planning Policies, on pages 14-26.

FIGURE 5
HISTORIC LAND USE IN NAPA COUNTY

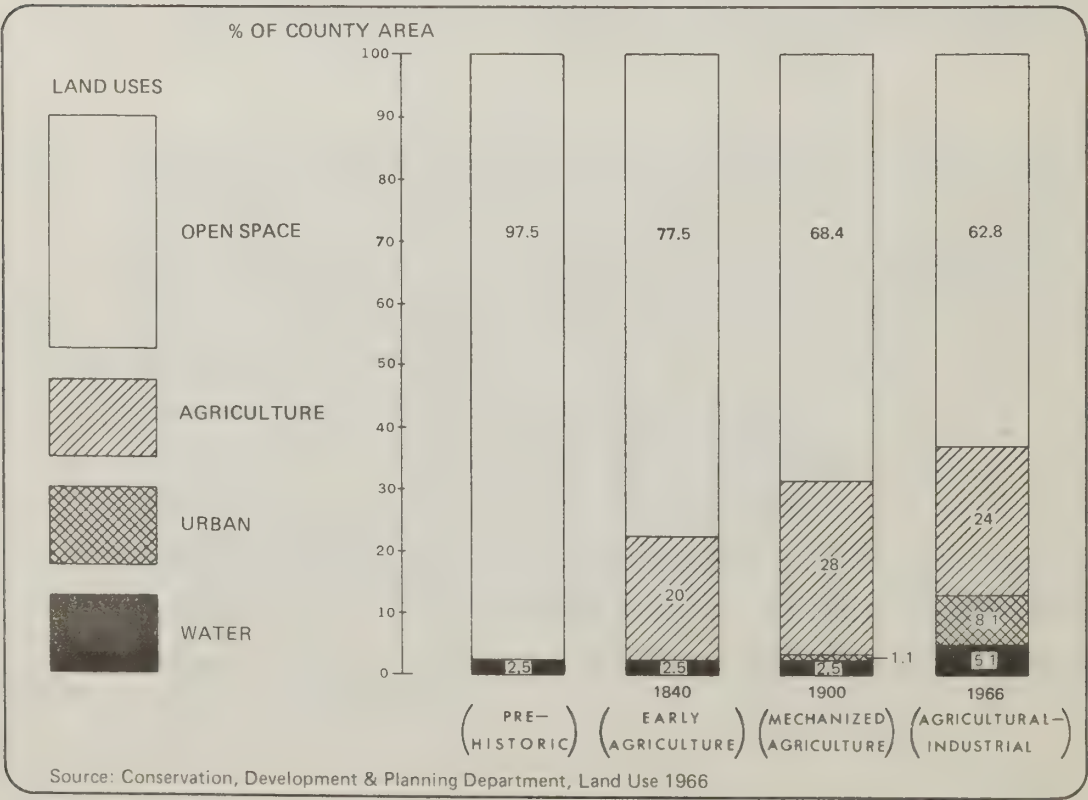
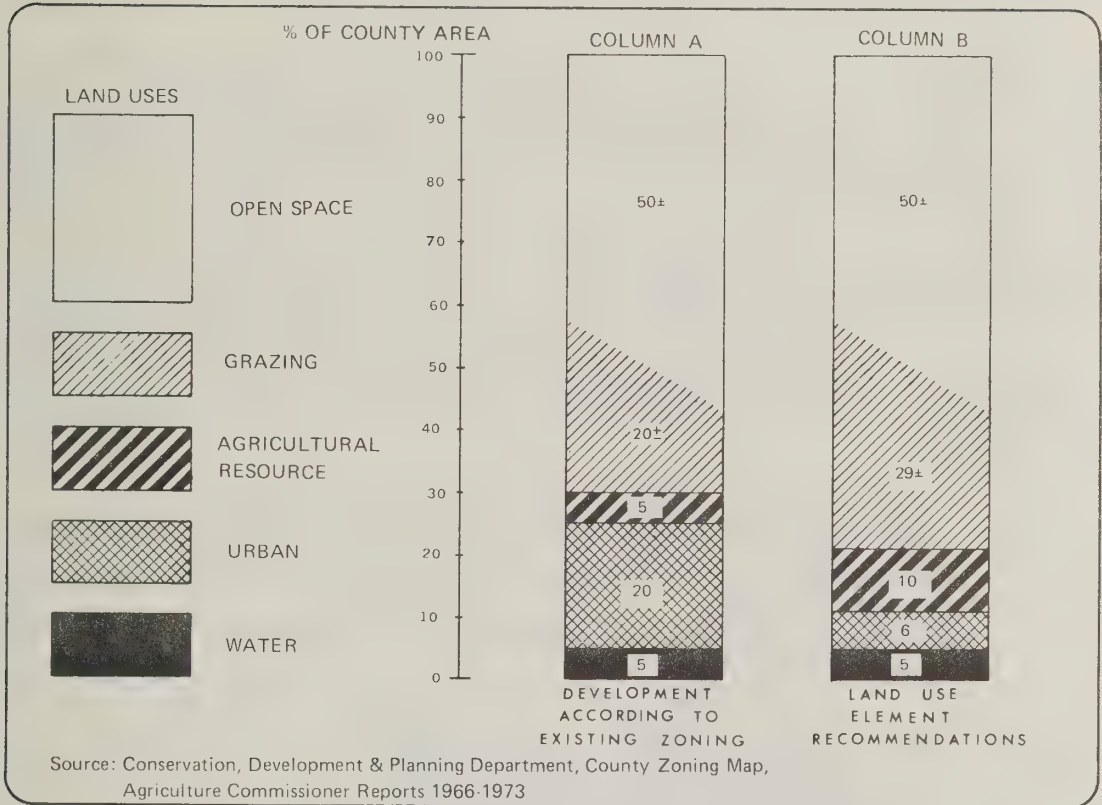


FIGURE 6
COMPARISON YEAR 2000 LAND USE DISTRIBUTIONS



II. LAND USE PLANNING FOR THE YEAR 2000

A. GOALS

The first part of the plan described existing conditions and trends. The remainder of the Land Use Element describes what is recommended to influence the future use of land within Napa County.

Following a review of the response analysis to the Summary General Plan Report, the Napa County Board of Supervisors and the Napa County Conservation, Development and Planning Commission adopted a new set of Land Use Planning Goals to guide the County's future and to use in the preparation of the various elements of the County's General Plan. Literally thousands of people have taken part in developing these planning Goals.

GOAL 1 – TO PLAN FOR AGRICULTURE AND RELATED ACTIVITIES AS THE PRIMARY LAND USES IN NAPA COUNTY AND CONCENTRATE URBAN USES IN THE COUNTY'S EXISTING CITIES AND URBAN AREAS.

GOAL 2 – TO DEVELOP AND IMPLEMENT A SET OF PLANNING POLICIES WHICH COMBINE TO DEFINE A POPULATION SIZE, RATE OF POPULATION GROWTH AND THE GEOGRAPHIC DISTRIBUTION OF THAT POPULATION IN SUCH A MANNER THAT THE DESIRED QUALITY OF LIFE IS ACHIEVED.

GOAL 3 – TO DETERMINE WHAT THE LAND IS BEST SUITED FOR; TO MATCH MAN'S ACTIVITIES TO THE LAND'S NATURAL SUITABILITY; TO TAKE ADVANTAGE OF NATURAL CAPABILITIES AND MINIMIZE CONFLICT WITH THE NATURAL ENVIRONMENT.

GOAL 4 – TO WORK WITH CITIES, OTHER GOVERNMENTAL UNITS, CITIZENS AND THE PRIVATE SECTOR TO PLAN FOR SERVICES, FACILITIES AND ACCOMMODATIONS, INCLUDING HOUSING, TRANSPORTATION, ECONOMIC DEVELOPMENT, PARKS AND RECREATION, OPEN SPACE AND OTHER TOTAL COUNTY NEEDS.

B. POLICIES

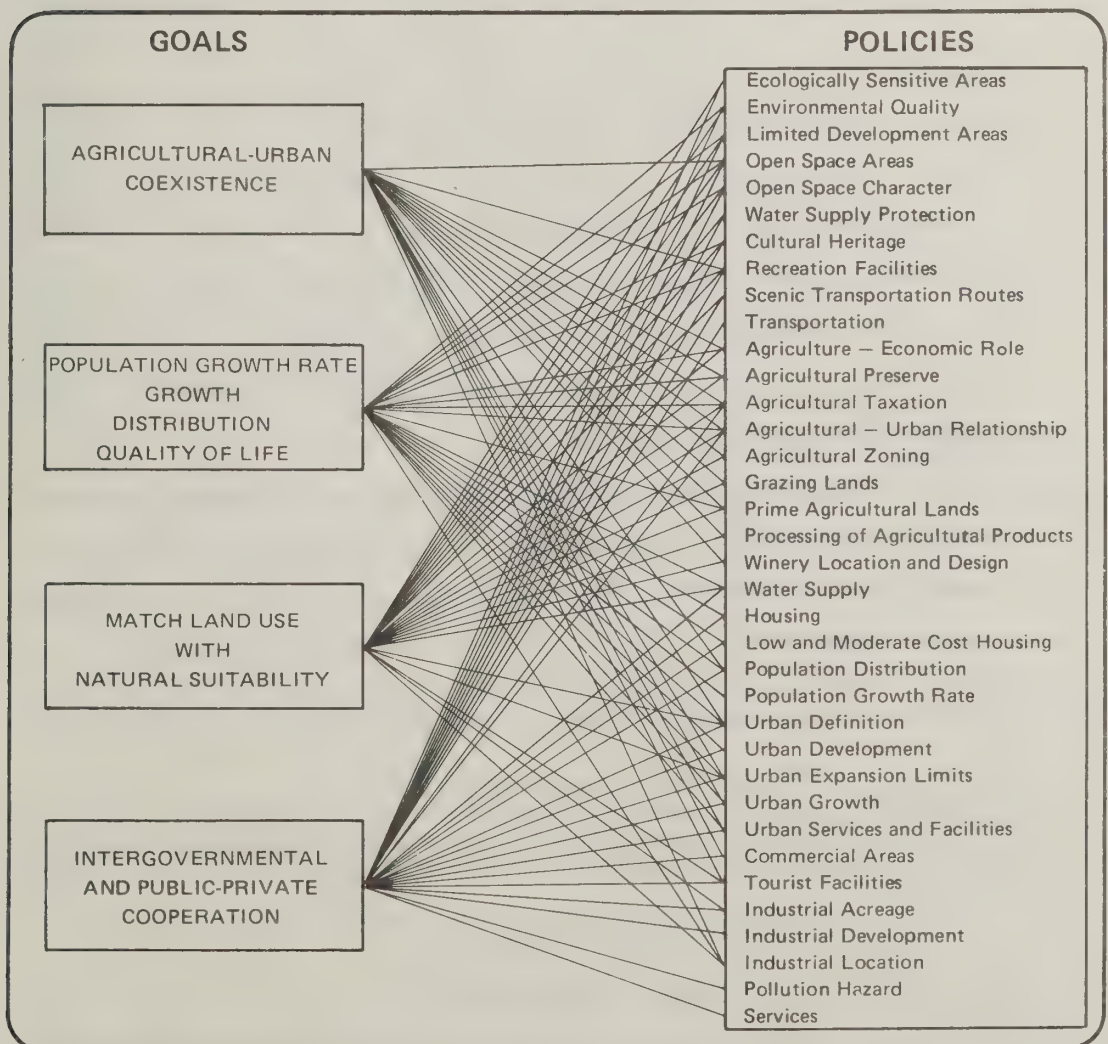
Each of the General Planning Goals provides the basis for numerous, specific planning Policies. Many of the Policies are related to more than one Goal, as shown in Figure 7.

The Policies describe a set of actions or positions which should be taken in relation to the day-to-day decisions which the County will be making. By coordinating their land use decisions through adherence to Policy Guidelines, the Board of Supervisors, Conservation, Development and Planning Commission, County departments and agencies will be better able to produce the type of environment the public has said it wants.

The planning Policies listed in Figure 7 are described and related to land use issues on Pages 15-26. A close study of the Policies will reveal that many address several issues. Issues are grouped under the following headings:

- Open Space and Watershed
- Residential
- Recreation
- Commercial
- Agriculture
- Industrial

FIGURE 7: GOALS – POLICIES RELATIONSHIP



C. LAND USE ISSUES AND LAND USE POLICIES

1) OPEN SPACE AND WATERSHED ISSUES

Future interactions between man and the natural environment are the heart of open space and watershed issues. The intent of this section of the Land Use Element, as noted in Goal 3, is to enhance the man-environment relationship. In that regard Urban activities throughout the Bay Area, including Napa County, have impacted on the current quality of living in the country and its open space character. Most of the approximately 115,000 persons who will live in Napa County by the year 2000 will live in presently incorporated cities, and therefore it is anticipated that most of the land in Napa County will be in open space. Open space is described in the adopted Conservation and Open Space Element of the General Plan as including the following uses:

- Managed production of resources (forest, rangeland, agriculture, ground water recharge, fisheries and major mineral deposits).
- Public health and safety (earthquake fault zones, unstable soil areas, flood plains, high fire risk areas and water reservoirs).
- Outdoor recreation (outstanding scenic, historic and archeological values; access to rivers and streams; links between major recreation and open space reservations including: utility easements, banks of rivers and streams, trails and scenic highway corridors).
- Preservation of natural resources (plant and animal life, habitat for fish and wildlife, areas required for ecological and other scientific study purposes, rivers, streams, estuaries, lakeshores, banks of rivers and streams and watershed lands).

Open space and watershed issues to which the Land Use Element relates include:

- How can public health and safety best be served?
- How can an equitable balance between those benefiting and those paying be achieved?
- How can irreplaceable resources be preserved?
- How should renewable resources be managed?

OPEN SPACE AND WATERSHED POLICIES

The following policies adopted by the Board of Supervisors and the Conservation, Development and Planning Commission are related to open space and watershed land use issues:

Ecologically Sensitive Areas — The County should enact and enforce regulations which will limit development in ecologically sensitive areas, such as those adjacent to river or streamside areas, and physically hazardous areas such as flood plains, steep slopes, high fire risk areas and geologically hazardous areas.

Environmental Quality — The County should enact and enforce regulations which will maintain or improve the current level of environmental quality found in Napa County.

Limited Development Areas — The County should retain in large parcel sizes watershed supply areas, flood plains or relatively isolated areas associated with public and semi-public uses, and other areas, the best use of which is not yet determined. The County shall protect natural areas having slopes of 15% or more for watershed, wildlife habitat, nature areas, and limited outdoor recreation, as well as for fire and erosion protection, and seismic safety.

Open Space Areas — The County should preserve suitable land for greenbelts, forest, recreation, flood control, adequate water supply, air quality improvement, habitat for fish, wildlife and wild vegetation and natural beauty. The County should encourage management of these areas in ways that promote wildlife habitat renewal, diversification and protection. It should enhance the open space character of the County through the development and use of open space and scenic easements and Williamson-type contracts.

Open Space Character — The County should retain the character and natural beauty of Napa County by the preservation of open space, especially in areas close to cities (and not scheduled for urban development), hilly areas and outlying rural areas.

Water Supply Protection — The County should protect public and private water supply sources from contamination or overdrafts.

2) RECREATION ISSUES

More leisure time, increased expendable income and a growing awareness of the importance of exercise are prompting more people to seek outdoor recreation.

Government at the local level has some responsibility to provide for the health and well-being of all persons in the community in the form of active and passive recreation facilities. The preliminary draft of the Napa County Parks and Recreation Study (Grunwald, Crawford and Associates, 1974-75) concludes that:

- In 1970, the residents of Napa County generated slightly less than half of the nearly 15 million participation days of outdoor recreation activity in the County. Most of the recreation activity related to wineries and Lake Berryessa, which tended to overload State Highways 29 and 121 and 128. By the year 2000, resident participation will almost double. However, participation by non-residents is expected then to account for 53% of total participation.
- The supply of regional day-use recreation in 1970 (for both residents and non-residents) was adequate as the result of opportunities available on lands owned by the State, the City of Napa and the private sector. However, private lands account for such a high percentage of regional day-use participation (77%), that it is not reasonable to assume that the needs of County residents were being satisfied (in 1970) to the extent that the raw figures indicate. High income families participate at much higher rates than families of more modest income, who are unable to afford frequent participation on lands provided by the private sector.
- By the year 2000, unsatisfied demands for regional day-use recreation in Napa County will require 3,000 acres and \$23.35 million (excluding land acquisition).
- Those opportunities which currently are in shortest supply include: hiking, horseback riding, bicycling, picnicking, and study and enjoyment of the natural landscape.

RECREATION POLICIES

Cultural Heritage — The County should encourage interest in the cultural heritage of Napa County for the education and enjoyment of present and future citizens to enhance the individual's sense of identity with the County. For that purpose the County should develop regulations and programs to preserve historical buildings, areas of historic significance, areas of scenic attractiveness and areas of exceptional topography.

Recreational Facilities — The County should plan for and reserve land for recreational facilities, and encourage private recreational development and other open space uses that are beneficial to the residents of Napa County as well as visitors to the County.

Scenic Transportation Routes — The County should plan for a high quality of design and visual appearance along all major and scenic designated transportation routes; through such means as eliminating all billboards and, where practical, undergrounding utilities. The County should also encourage the development of a system of scenic roads, bicycle routes and hiking trails connecting existing cities and other local population centers to outdoor recreation and open space resources and facilities.

Transportation — The County should promote the development of public transportation facilities for and between urban areas within the County for tourism to provide for more efficient service and to minimize the congestion and adverse ecological effects of heavy automobile traffic.

3) AGRICULTURAL ISSUES

In 1973, agriculture was one of the major contributors to the economy in Napa County with a total value of all agricultural products of \$62.0 million. In addition to 1,600 persons employed directly in agriculture in 1973, there were many more employed indirectly, in wineries and support services related to agriculture and "wine country" tourism. Moreover, all residents benefit from taxes paid on agricultural lands which require few public services. With only 0.5% of California's land area, Napa County produced 0.8% of California's agricultural gross income in 1973. Wine grapes contributed over half and beef production contributed about one-quarter of the County total. The remaining quarter was attributed to a variety of crops and animal products.

In recent years (notably 1973) the largest increase in crop value was in wine grapes, due to increased value per ton and greater acreages in grapes. While some growers are concerned about the impact of the additional acreage planted with grapes which are not yet in production, most feel that Napa Valley's unique soils and microclimate will continue to bring premium prices for Napa Valley varietal grapes. Although other areas can produce wine, it's difficult to equal the combination of quality grapes and vintners' art which has created a world-wide reputation for the excellence of Napa Valley varietal wines.

The Napa Valley is an irreplaceable resource; the characteristics of climate, soils and hydrology that make it one of the finest grape growing regions in the world would be impossible to duplicate if one or more of these characteristics were destroyed by urbanization. The impacts of urbanization are, for all practical purposes, irreversible. Productive farmland and urbanization are not compatible.

Napa County has long been aware of its unique agricultural resource. In 1968, increasing urbanization pressures, an awareness of the County's agricultural potential, and a concern for the future of that agriculture led citizens' groups, growers and vintners, the County Planning Commission, and the Board of Supervisors to establish one of the first Agricultural Preserves in the nation.

The most recent citizen response to the question of the future of agriculture in Napa County was reflected in the Summary General Plan Report of 1974. Comments received to that report were overwhelmingly in favor of maintaining the agricultural open space character of Napa County.

AGRICULTURAL POLICIES

Agriculture-Economic Role — The County should enact and enforce regulations which will retain agriculture as a major source of income and employment in Napa County.

Agricultural Preserve — The County should initiate studies to evaluate means, methods, advantages and disadvantages of placing the existing agricultural preserve plus potential agricultural acreage under permanent land use protective controls.

Agricultural Taxation — The County should initiate studies of tax assessment policies which recognize the long term intent of agricultural zoning and the fact that agricultural land uses require a minimum of public expenditure for protection and servicing.

Agricultural-Urban Relationships — The County should develop planning and zoning standards and transition zone concepts designed to reduce potential conflicts arising from the proximity of agriculture to established cities and urban areas.

Agricultural Zoning — The County should establish minimum agricultural parcel sizes which reflect the availability of natural resources, in order to assure that agricultural areas can be maintained as economic units.

Grazing Lands — The County should protect agricultural lands used for grazing, even though they may not be considered prime soils.

Prime Agricultural Lands — The County should reserve prime agricultural lands for agricultural use.

Processing of Agricultural Products — Agriculture should be considered the production of food and fiber, the growing of crops, produce and feed and the raising of livestock and animals. The processing of agricultural products often takes on an industrial character which should be subjected in general to the same kinds of regulations as other industrial uses, whether they be tanneries, canneries, slaughter houses, or wineries.

Winery Location and Design — Wineries and related activities should, where practical, be located on sites off of prime soils areas and should be designed to convey the attractiveness associated with the existing Napa Valley wineries.

Water Supply — The County should initiate studies to develop a comprehensive understanding of the potentials and deficiencies of surface and underground water supplies in Napa County.

4) RESIDENTIAL ISSUES

The major reason for increased development demands in Napa County is its attractiveness as a place of residence rather than a place of employment.

The Land Use Element includes a year 2000 population forecast of approximately 115,000 persons. The additional population (approximately 28,000 persons) will require construction of approximately 9,300 to 11,000 dwelling units (based on potential occupancy rates of 3 to 2.5 persons per dwelling unit). In addition, several thousand units will have to be built between 1975 and the year 2000 to replace existing older units. The cities of Napa, Yountville, St. Helena and Calistoga could accommodate all of the forecast new development. Indeed, General Plans recently adopted by the cities indicate a willingness to do so. The Land Use Element of the Napa County General Plan supports that concept. The planning Goals and Policies for Napa County, for example, encourage urbanizing growth to locate within existing cities and urban areas, including the Angwin and American Canyon areas. Urban growth is identified as any residential or related development not required for the agricultural or open space use of the land.

Outside of the cities and existing urban areas, the lack of available public water supply, sewage disposal facilities and other public services and facilities necessitates the County limiting further non-agricultural residential development to avoid serious problems. Since protection of the agricultural, natural resource and open space lands is the primary goal of the Land Use Element, new residentially oriented development should be excluded from these lands. In areas that are identified for residential growth, the use of policies that encourage clustering, density transfer and enforceable restrictions on land use can aid in creating a wide range of housing choice, recreation opportunity and economies in development and usable open space. Various considerations discussed and illustrated in pages 14-26 act as development determinants which indicate where urban residential and related uses should and should not be located.

If there were no changes in existing zoning, the potential for residential development in Napa County's unincorporated area would be as listed in Figure 4. Based on a 1974 Survey by the County Assessor's Office, there are presently 6200 vacant parcels of land in the unincorporated portion of the County. Continuing subdivision activity throughout the unincorporated portion of Napa County would, even at a 20-acre minimum parcel size, create more homesites than the number needed for the growth that has been forecast.

RESIDENTIAL POLICIES

Housing — The County should maintain and improve the quality of the existing housing stock in the County through the establishment of minimum standards and enforcement programs as one means of meeting the County's housing needs.

Low and Moderate Cost Housing — The County should work with the cities to see that low and moderate cost housing is provided in proportion to the number of low and moderate income householders in Napa County.

Population Distribution — The County should plan for and accommodate the distribution of population among the sub-areas of the County, giving preference to existing incorporated and urban areas.

Population Growth Rate — The County should plan for an average annual combined County/City population increase comparable with national, state and regional growth rates. (Approximately 1% in 1973.)

Residential Development Concepts — The County should promote development concepts that create flexibility, economy and variety in housing without destroying the environmental amenities recommended in the General Planning Goals and Policies.

Urban Areas — The County should assume that the density of development in the American Canyon Area and the Angwin Area precludes extensive future subdivision activity based on septic tanks and wells.

American Canyon Area — The American Canyon Area should have the governmental means to provide full urban services.

Angwin Area — That part of the Angwin Area consisting primarily of the Pacific Union College development should have full urban services.

Urban Expansion Limits — The County should work with the cities, special districts, and Local Agency Formation Commission to define and establish the limits of current and future urban expansion and development. Unincorporated land included within the Residential Urban Limit Line of the 1975 Napa City's General Plan should not be further urbanized without annexation to the City.

(Residential policies continued on page 23)

Urbanizing Definition – The term *urbanizing* shall include the subdivision, use, or development of any parcel of land that is not needed for the agricultural use of that parcel.

Urbanizing Growth – The County should enact and enforce regulations which will encourage the concentration of residential growth within the County's existing cities and urban areas. However, nothing in the Land Use Element is intended to preclude the construction of a single family residence on an existing legal parcel of land in compliance with adopted County ordinances and other applicable regulations.

Transition Areas –

Deer Park and Napa Areas

Deer Park and those Transition Areas close to the City of Napa should be assumed to have a year-round residential orientation and should be considered as the next areas to be annexed to the cities of St. Helena and Napa. Regulations allowing clustering where appropriate should be used for both the Deer Park and Napa vicinity Transition Areas to make future subdivision and development possible following annexation to the cities.

Capell Valley and Berryessa Areas

The overall extent of residential development should reflect the presumed recreational orientation and be different from the Napa Vicinity Transition Areas. In the Berryessa area, timing should be integrated with recreational policies promulgated by the Bureau of Reclamation, and State and Federal Water quality standards which are likely to change in time.

Urban Services and Facilities – The County should encourage annexation to existing cities for proposed developments where urban services and facilities are required as opposed to creating special districts to accommodate such projects. The County should discourage proposed developments which require urban services and which are not proposed for urbanized areas. Existing utility systems are to be used as much as possible to maximize the use of existing services and facilities and to provide a broader user base to insure the adequate maintenance and operation of such facilities. Where urban areas lack full urban services, the County should encourage means of area-wide provision of such services.

5) COMMERCIAL ISSUES

With only limited residential development anticipated in the unincorporated areas of the County, the need for extensive commercial development is questionable. Commercial activities grouped in convenience centers and sized to the potential need would best serve the needs of local residents. Such facilities should be located in and adjacent to population concentrations, i.e., cities and urban areas. Tourist related commercial areas should be considered only when no city or urban alternative is planned. Commercial development which would impact adversely on traffic circulation or adjoining land uses, or which would not be served with public water and sewer, or which would induce growth should not be permitted in the unincorporated areas except as previously described.

COMMERCIAL POLICIES

Commercial Areas — The County should encourage the grouping of commercial uses in compact areas. The size of the combined commercial uses should reflect the potential market for such facilities and services. The central business district of each urban center should be recognized as the dominant commercial and financial center for the surrounding trade area. Where practical, the County should rezone spot commercial zones to conform to the prevailing character of the surrounding area. Land within the American Canyon “Commercial” area should be a buffer area between the Plan’s residential and industrial areas. Neither residential nor industrial uses should be allowed to encroach any further into this area without the guidance of a Specific Plan for American Canyon which might indicate mixed usage.

Tourist Facilities — The County should support the development of tourist facilities when the necessity for this type of service can be documented to the County’s satisfaction.

6) INDUSTRIAL ISSUES

Napa County in general is behind other Bay Area counties in industrial development. The primary exception is in the processing of wine grapes. Several factors have contributed to the County's limited industrial growth. First, there are many agencies throughout the Bay Area which are actively competing for most forms of industrial development. Neighboring communities and counties with larger populations are attracting industry based on their available labor forces, markets, transportation facilities and available sites with municipal water, sewer, etc. Second, most of the industry in the Bay Area is firmly established in the central and southern parts of the Bay Area. New industries seeking sites are more likely to look for needed support facilities, associated suppliers and distributors in an area already industrialized.

However, industrial growth in Napa County is anticipated. First, the southern portion of the County containing the bulk of the County's industrially zoned land is centrally located with respect to North Bay growth centers such as Novato, Petaluma, Santa Rosa, Sonoma on the west and Vallejo, Cordelia, Fairfield and Benicia on the east. The completion of the Southern Crossing freeway will strengthen the east-west transportation corridor through the southern end of the County. Second, the industrial area surrounding the Airport is served by four major transportation modes: air, water, rail and highway. Third, as a result of exclusive industrial zoning, the entire industrial area is protected from residential and other incompatible use encroachment. Fourth, the area is now serviceable by existing municipal type sewer and water systems. These utilities can be used to guide the future development of the area. The long-term Flood Control District contract for North Bay Aqueduct water provides for water in excess of that allocated to the City of Napa and American Canyon County Water District. Moreover, there is a potential for reuse of waste water from the Napa Sanitation District and American Canyon County Water District treatment facilities, both existing and proposed, in the southern portion of the County. Fifth, the County Airport has room for general aviation expansion while other Bay Area airports are approaching saturation and are experiencing encroachment problems. On a statewide basis, it is estimated that as many as 46 existing airports may be closed by the year 2000 due to non-compatible residential encroachment problems.

Much of the land this Plan designates as industrial is presently in open space and will continue to be open far into the future, assuming the historic rate of industrial development in Napa County doesn't change radically. The 3,900 acres of industrial land shown on the Land Use Plan Map is more than adequate for industrial development sufficient to meet the employment requirements of the projected population.

INDUSTRIAL POLICIES

Industrial Acreage — The County should plan for the reservation of sufficient industrial property to satisfy future demands for orderly growth and economic development of the County.

Industrial Development — The County should study the economic feasibility of enhancing the industrial potential of the Napa County Airport through means that are within Napa County's capability and desires. The precise type and extent of effort should be detailed in a specific plan for the area.

Industrial Location — The County should plan to direct non-agriculturally oriented industry away from productive agricultural lands toward areas more suitable for industrial purposes. The same location and design considerations applied to wineries should apply to all other food processing business or industrial uses located in the agricultural areas.

Phased Development — In order to promote efficiencies of development the County should plan for staged development of water and sewer services. In order to remove some of the impetus for leapfrogging industrialization the County should develop plans and policies that would address needs peculiar to this area.

Pollution Hazard — The County should work with the Environmental Protection Agency, Bay Area Air Pollution Control District, Regional Water Quality Control Board, Division of Mines and Geology, and other environment-oriented public agencies to insure the maintenance of a high level of environmental quality and protection.

Services — The County should plan to locate industrial areas adjacent to major transportation facilities. Necessary utilities and services should be planned to meet the needs of the industrially zoned areas.

D. TRANSLATION OF GOALS AND POLICIES TO A LAND USE MAP

The Goals and Policies included in the Land Use Element comprise a set of development guidelines which relationship is shown in Figure 8. The Development Determinants have been translated onto maps which are composited in Figure 9 and which show how the inherent characteristics of land affect its suitability for various land uses. The maps indicate, for example, which areas could be developed for urban use with the greatest economy, safety and environmental protection; which areas have the greatest potential for agricultural production; and which areas are best suited for open space uses. Some areas can be used for more than one purpose. The Development Determinant maps show where conflicts could be expected, and which areas have the greatest potential for a particular land use. The relationships previously described are important because the determinants indicate natural conditions over which people have little control, as well as man-made public facilities which would be costly to duplicate. Each of the Development Determinants has been ranked for its relative impact on various land uses. The following assumptions are implicit in the mapping process.

- a) Agricultural potential is dependent primarily on a combination of natural soil conditions, the effect of water availability and satisfactory climatic conditions.
- b) The slope of the land in the County is not likely to change.
- c) Erodible and irreplaceable soils, watershed needed for municipal water supplies, committed sewage disposal areas, sloughs and estuaries all require protection from urban encroachment in order to maintain the proper ecological balance.
- d) Wildlife habitat is critical for the maintenance of wildlife.
- e) Risks to life and property created by possible liquefaction or subsidence, critical fire conditions, landslides, faults and flood plains are to be avoided or minimized.
- f) Air pollution is likely to be a continuing and growing problem in Napa County's valleys.
- g) Public water and sewer systems, fire protection and health services should be used efficiently.
- h) Public health, safety and welfare are best served by concentrating people where reliable public services are available.

The Development Determinants Composite Map (Figure 9) contains considerations crucial to the development of the Year 2000 Land Use Concept Map (Figure 11).

FIGURE 8
POLICIES-DEVELOPMENT DETERMINANTS RELATIONSHIP

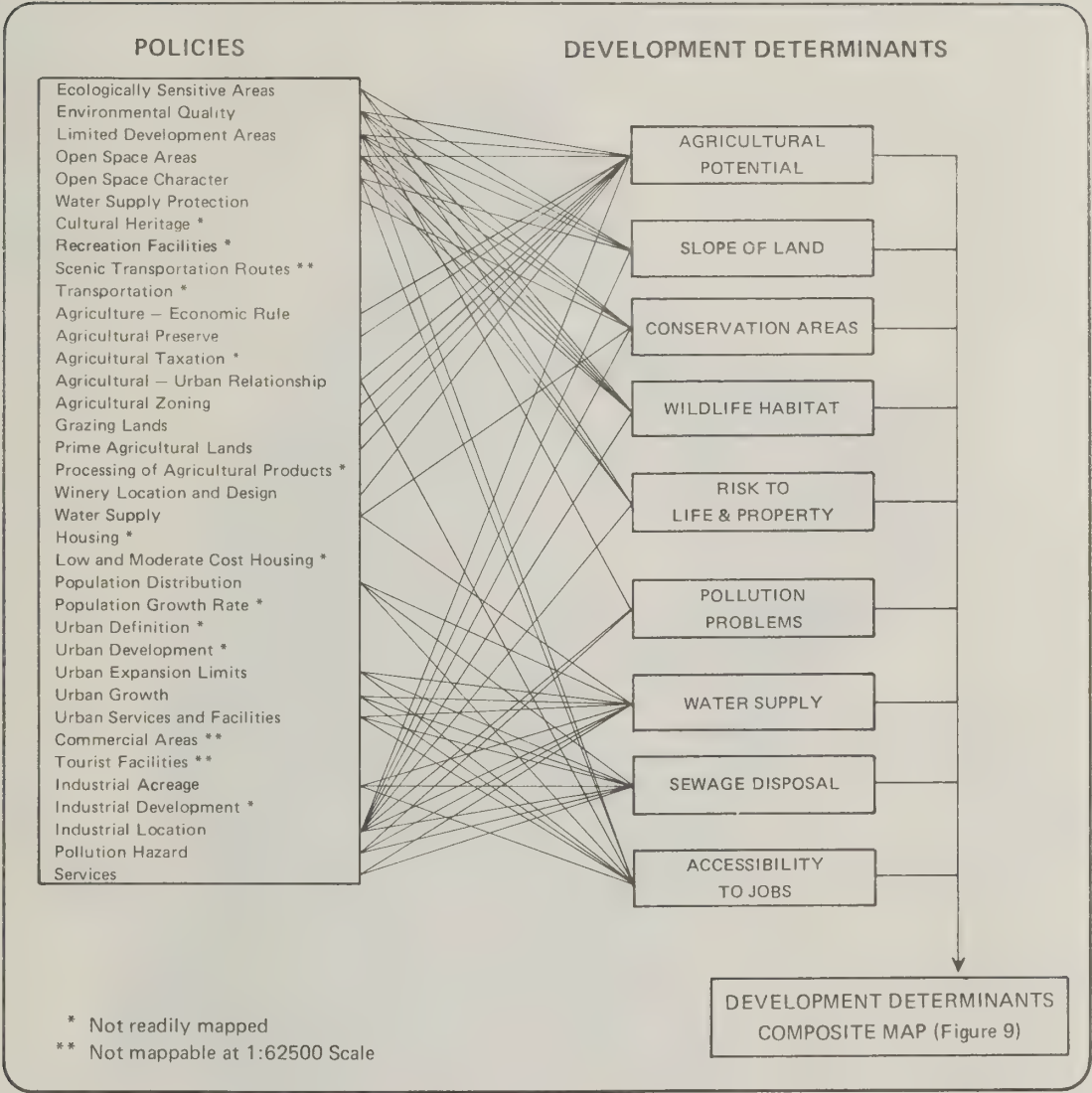
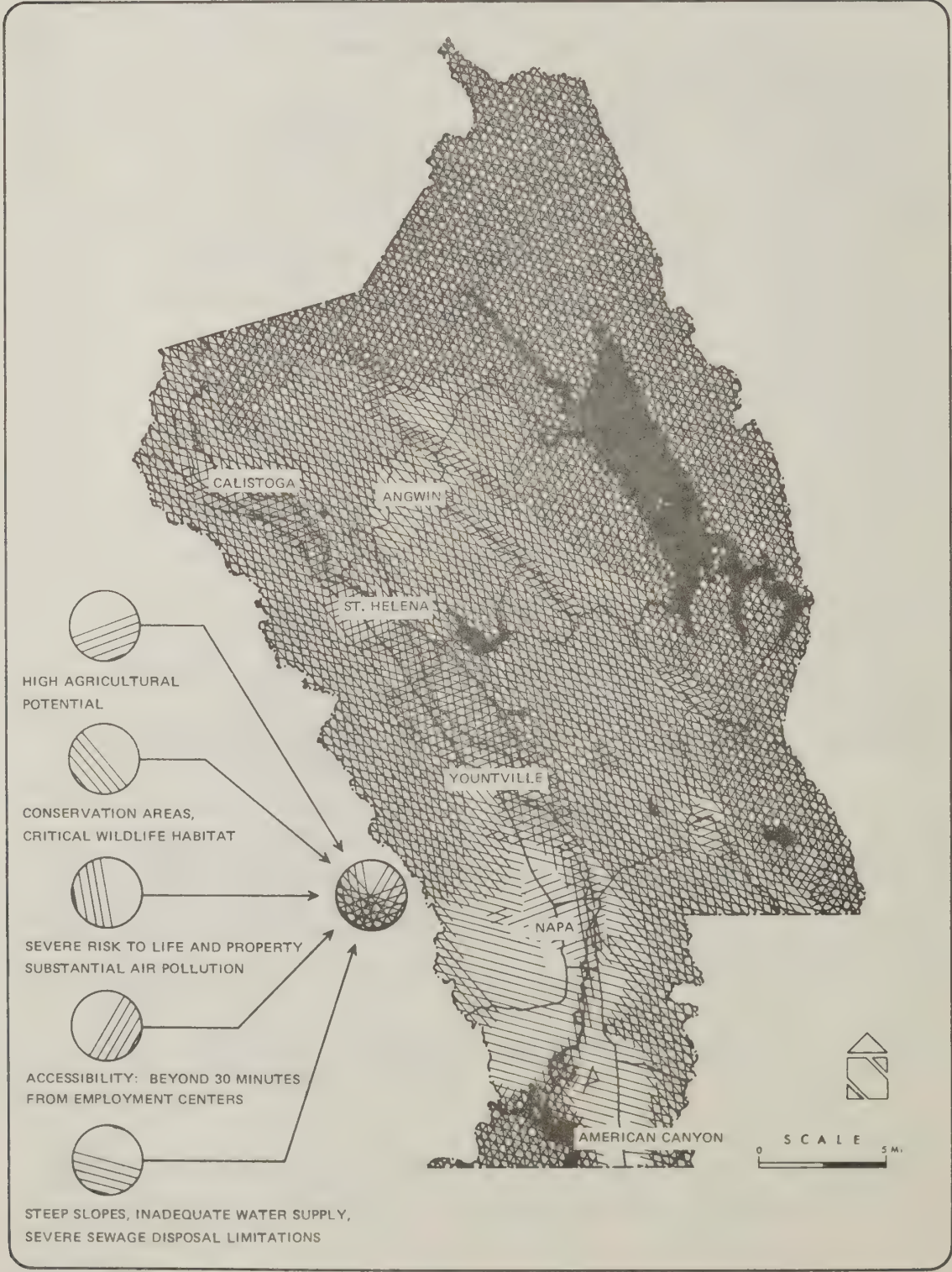


FIGURE 9
DEVELOPMENT DETERMINANTS COMPOSITE MAP (GENERALIZED)



E. YEAR 2000 LAND USE MAP

The year 2000 land use map reflects the Planning Goals and Policies mapped on the Development Determinants Composite Map. Figure 11, the Year 2000 Land Use Concept Map (Scale: 1 inch = 5 miles) is a generalized version of the map "Napa County Land Use Plan 1975-2000" (Scale: 1 inch = 2 miles) (see inside back cover). Both maps indicate the general location of major land use areas in the year 2000. Figure 10 describes the comparison between the Land Use Element and existing zoning, which serves to indicate the type of changes that will be required to bring the County's current zoning into conformance with the General Plan.

FIGURE 10

COMPARATIVE LAND USE PATTERN, YEAR 2000 – EXISTING ZONING

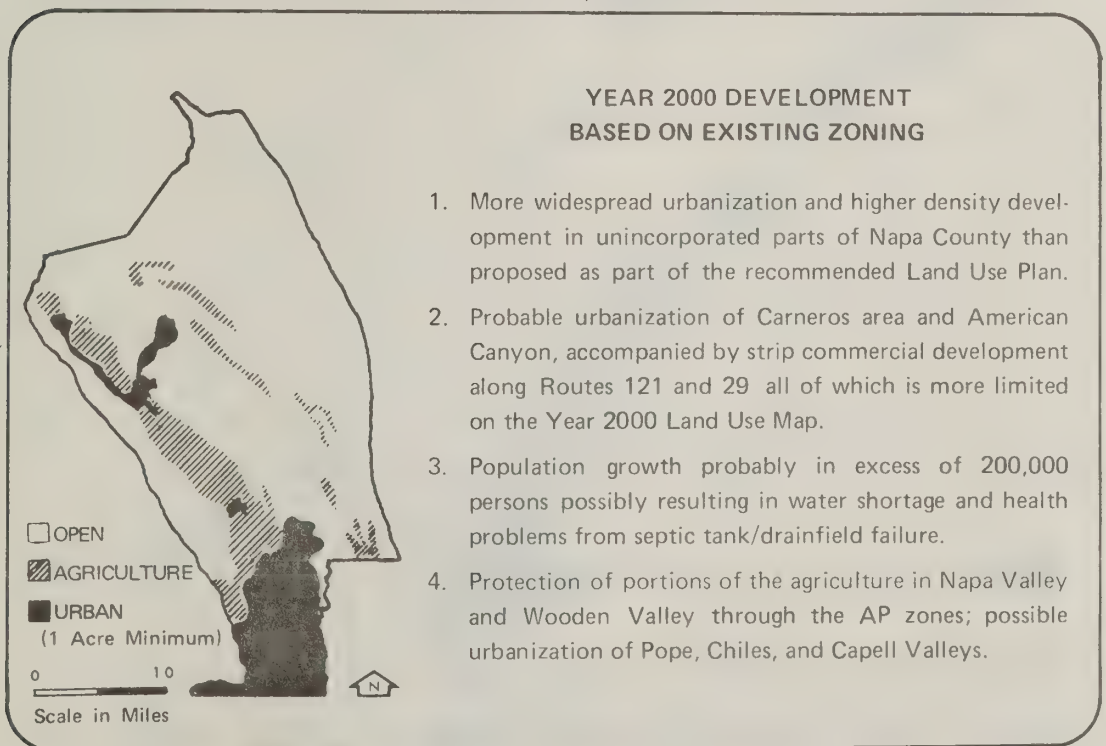
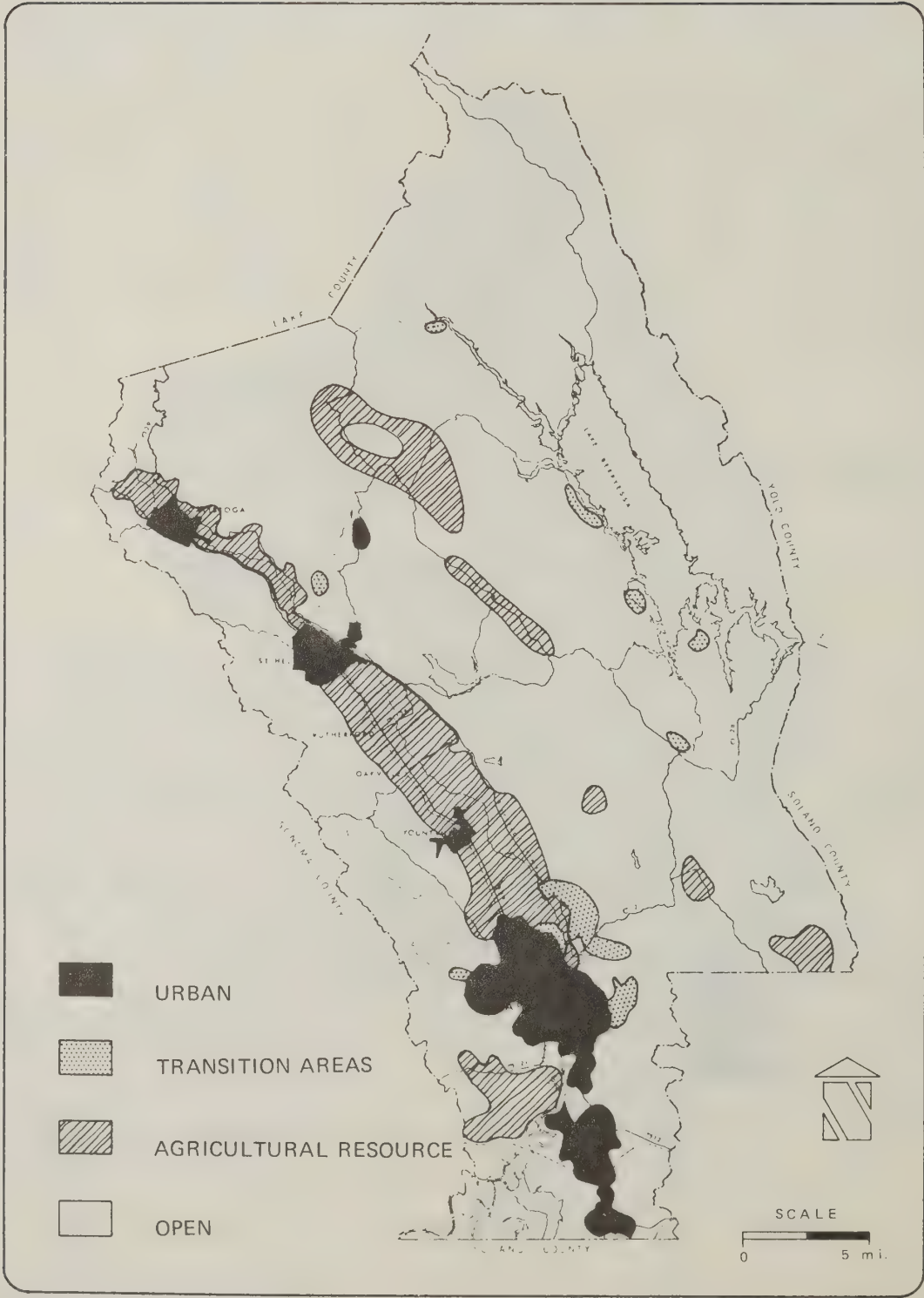


FIGURE II
YEAR 2000 LAND USE CONCEPT MAP



III. LAND USE ELEMENT – CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

1. Napa County has pursued a course of open space and agricultural preservation for the past decade, and as a result has enhanced the economic and open space capabilities of the County's farmlands.

The voters of Napa County, in their 1974 response to the Summary General Plan, indicated widespread support for the continuance of such a policy. The Land Use Element proposes a continuation and expansion of the policy through the year 2000.

2. Napa County has a fragile environment and much of the land in Napa County is not suited for urban development, but is well suited for open space or conservation. A limited amount of land is suited to agricultural use. Land Use recommendations contained in the Land Use Element reflect the unique character of each of the previously described uses.
3. The Land Use Element identifies those areas suited for urbanization and allocates ample land to serve the urban activities of a projected year 2000 resident population of approximately 115,000 persons.
4. The Land Use Element coupled with other elements of the Napa County General Plan will provide the basis for the County's Zoning and Subdivision Ordinances and other related ordinances.

RECOMMENDATIONS:

1. The Land Use Element of the General Plan be adopted as required by State Law.
2. The Goals, Policies and Land Use Concept Map should be implemented by the County.
3. The County should complete an overall review of the Land Use Element at least once in every 5 year period, measured from the date of adoption.



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AL LAND USE ELEMENT - COUNCIL AND RECOMMENDATIONS

CONCLUSIONS

The County has been successful in its efforts to address the needs of the community and to provide a high quality of life for its residents. The County has also been successful in its efforts to provide a high quality of life for its residents.

The County has been successful in its efforts to provide a high quality of life for its residents. The County has also been successful in its efforts to provide a high quality of life for its residents.

RECOMMENDATIONS

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CONCLUSIONS

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